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Executive Registry

DD/S 58-4066

4-2146

16 OCT 1958

MEMORANDUM FOR: Director of Central Intelligence

THROUGH : Deputy Director (Support)

SUBJECT : Cable Traffic

This memorandum contains recommendations submitted for your approval. Such recommendations are contained in Paragraph 4.

1. PROBLEM:

How to reduce the volume of Agency cable traffic?

2. FACTS BEARING ON THE PROBLEM:

- a. The volume of Agency cable traffic has reached an all time high. (See Tab A) Some of this increase in traffic is the direct result of the present international situation, and it is necessary that steps be taken to reduce as much traffic as possible by the strict adherence to the controls provided in existing regulations, and by the development and application of more precise standards for determining the proper use of cable media.
- b. Our interviews with officials in the Cable Secretariat, the Signal Center, and the DD/P brought out general agreement that cable writers in the Agency are at this time doing a "good job in eliminating unnecessary wordage". However, there is also agreement that review of the cables by experienced individuals indicates that there are, nevertheless, sizable improvements which appear to be possible, such as, the use of dispatches rather than cables, the use of the proper priority for cables, the wider use of book dispatches rather than multiple addressee messages, and a more extensive use of the [] procedure. This area, however, involves considerable judgment. For example, under some conditions in the FE Division, it may be wise to send a cable where the same information should be sent by dispatch in the EE Division. Present regulations do not cover this use of cables vs. dispatches under such circumstances. (See Tab B for list of restrictions on the use of cables)

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- c. The problem of reducing cable traffic is not a new one. The subject periodically recurs and becomes the object of a study. However, it would appear to be more economical and more efficient over a long period to provide a means for a perpetual inventory of the situation and for the immediate installation of priority procedures when the traffic reached specified points. The additional controls established in these instances should be determined by the number and type of abuses existing at the time; carelessness in the use of priorities; in excessive wordage; and in failures to use dispatches. These conditions should result in corresponding corrective action as they are observed.
- d. There are several alternative communication systems to the use of cables. They are:
 - (1) Greater reliance upon the dispatch and pouch. This is possible when the lapsed time from desk to desk for dispatches compares more favorably with that of cables. The Management Staff studied the time required at headquarters for each step in the processing of incoming and outgoing dispatches. This study (Tab C) disclosed that there is a wide variation in the time that it takes the RI Division and the area divisions to process their dispatches. With a view to reducing this time lag, each organization where unusual delays occurred was contacted and provided assistance in the elimination of unnecessary time lag.
 - (a) An analysis was also made of pouched information reports (including priority pouched information reports), and a new procedure was designed to speed up the delivery of incoming information reports to the area divisions. This procedure, which provides for immediate delivery of the multilith master and copies of the reports to the area division, while simultaneous indexing and analysis takes place in the RI Division, will result in a savings of from one to three days in the headquarters processing time for information reports. This new procedure is being published in the form of a [redacted] and is designed to make the pouch channels more acceptable in lieu of cables.

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- e. As part of the overall problem, the Cable Secretariat made a content analysis of cables and reported this information within the DD/P to the area divisions. (See Tab E) Management Staff further analyzed this in terms of its significance to each area division. There were wide variations between the divisions in the percentage of total division cables used in the various operational, intelligence, and support categories, as well as the average number of words per cable in each category. Each division was provided with separate statistical data reporting the characteristics of their cable traffic and they were assisted in an examination of the significance of the variant factors. (See Tab F)

3. DISCUSSION:

- a. The controls now in effect to limit the use of cables to priority information and to further control the priority,

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the number of words, and number of informational addressees on the cables are to a large degree for optional application. Although the Cable Secretariat does return some cables for minor adjustments, there is no responsibility for discipline located within that organization. Discipline, to be respected and most effective, should come from outside the organization being disciplined. It must be distinctly separated organizationally from any service element where the application of discipline could delay the transmission of the cable.

- b. A more difficult area to control is that in which there may or may not be conditions peculiar to the originator or the sender which require the cable medium. However, it is generally agreed that there are instances in which the cable medium has been selected as an attention-getting device rather than as a method of speedy transit. It is believed that an individual armed with authority and responsibility could well determine, by a post-mortem examination of cables, guide lines with which to judge such abuses. After first advising the offenders of the new regulations, he could police such activity.
- c. The Cable Writing Course, now provided by the Office of Training in conjunction with the Signal Center, provides instruction in cable format and cable writing techniques with greater emphasis placed on conciseness and clarity. OTR also offers cable writing instructions in the Operations Support Course, the Operations Course, and the Operations Familiarization Course. The training in cable writing must be geared to remove the actual current abuses and must provide for emphasis in its content on the type and number of infractions. This information could be provided to OTR, to further improve the Cable Writing Course content, by an individual responsible for monitoring all cable writing.

4. RECOMMENDATIONS:

- a. It is recommended that there be established on the T/O of the Executive Officer of the DCI, and physically located in the Office of the Cable Secretariat, a position to be known as the Cable Control Officer. This position should be established for a six month trial period and it will be the duty of the individual assigned to:
 - (1) Examine daily, on a post-mortem basis, incoming and outgoing cables disseminated by the Cable Secretariat to determine the nature, extent, and frequency of infractions of existing cable regulations.

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- (2) Prepare more precise regulations regarding the use and preparation of cables where present regulations fail to provide clear, understandable prohibitions to the originating offices.
- (3) Record and report to the Deputy Directors concerned all instances in which there are clear cut violations of regulations covering the use and preparation of cables.
- (4) Advise the Office of Training of those areas wherein it appears most profit could occur from training emphasis.
- (5) Keep informed as to the trends in cable traffic through close liaison with the Signal Center, Office of Communications, and the Cable Secretariat in order to assist in the imposition of temporary restrictions wherever necessary. (Further details regarding this position are provided in Tab G.)

✓ The individual selected should be fully cleared and should be acceptable to the DD/P, DD/S and DD/I.

- b. The Management Staff shall review the activities of this position six months from the date of the acceptance of this report and shall report as to the advisability of the continuance, and as to the need for further improvements in the duties of the position.
- c. An announcement that this function is to be performed should be provided in advance of the filling of this position. A draft of such an announcement is included as Tab H.



Chief, Management Staff

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Attachments:

- Tab A - Cable Volume
- Tab B - List of Restrictions
on Use of Cables
- Tab C - Dispatch Processing Time

Tab E - Cable Sec. Analysis of
Cable Content

Tab F - Sample Comparison of Cable
Content for an Area Div.

Tab G - Details of Position of
Cable Control Officer

Tab H - Proposed Agency Notice

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SUBJECT: Cable Traffic

CONCUR:

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Deputy Director (Support)

22 Nov 58
Date

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1. Concur
2. Recommend Mr. be appointed.
CFC
DDCI

The recommendations in Paragraph 4 above are approved.

Not signed
Date
ALLEN W. DULLES
Director of Central Intelligence

Distribution: ~~Secretary~~
✓ Orig. ~~DDI~~ ^{DDI}, w/l set atts. via EO
1 - DDCI w/l set with all
Tabs except Tab E
3 - DD/S, w/l set atts.
1 - Commo.
1 - Cable Secretary
1 - DD/P, with all Tabs
except Tab E
1 - Mgmt. Staff, w/l set
atts.
1 - D/Personnel w/o atts.
1 - ER w/o atts.
1 - DDCI w/o atts.

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